

JPRS 80109

17 February 1982

USSR Report

HUMAN RESOURCES

No. 50



FOREIGN BROADCAST INFORMATION SERVICE

NOTE

JPRS publications contain information primarily from foreign newspapers, periodicals and books, but also from news agency transmissions and broadcasts. Materials from foreign-language sources are translated; those from English-language sources are transcribed or reprinted, with the original phrasing and other characteristics retained.

Headlines, editorial reports, and material enclosed in brackets [] are supplied by JPRS. Processing indicators such as [Text] or [Excerpt] in the first line of each item, or following the last line of a brief, indicate how the original information was processed. Where no processing indicator is given, the information was summarized or extracted.

Unfamiliar names rendered phonetically or transliterated are enclosed in parentheses. Words or names preceded by a question mark and enclosed in parentheses were not clear in the original but have been supplied as appropriate in context. Other unattributed parenthetical notes within the body of an item originate with the source. Times within items are as given by source.

The contents of this publication in no way represent the policies, views or attitudes of the U.S. Government.

PROCUREMENT OF PUBLICATIONS

JPRS publications may be ordered from the National Technical Information Service (NTIS), Springfield, Virginia 22161. In ordering, it is recommended that the JPRS number, title, date and author, if applicable, of publication be cited.

Current JPRS publications are announced in Government Reports Announcements issued semimonthly by the NTIS, and are listed in the Monthly Catalog of U.S. Government Publications issued by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

Correspondence pertaining to matters other than procurement may be addressed to Joint Publications Research Service, 1000 North Glebe Road, Arlington, Virginia 22201.

Soviet books and journal articles displaying a copyright notice are reproduced and sold by NTIS with permission of the copyright agency of the Soviet Union. Permission for further reproduction must be obtained from copyright owner.

17 February 1982

USSR REPORT
HUMAN RESOURCES
No. 50

CONTENTS

LABOR

Incentives for Holding Two Jobs (EKONOMICHESKAYA GAZETA, Jan 82).....	1
Conservation of Eastern Labor Resources Urged (Andrey Grigor'yevich Sozykin; SOTSIALISTICHESKIY TRUD, Oct 81).....	5
Rural Labor Potential Calculated (R. Zarypova; SOTSIALISTICHESKIY TRUD, Oct 81).....	14
Effectiveness of Retooling, Remodeling in Comparison to New Construction (T. Khachaturov, et al.; PLANOVoyE KHOZYAYSTVO, Oct 81)....	21
ESSR Chairman, State Committee for Labor on Republic Labor Force (Vassili Konstantinov; RAHVA HAAL, 15 Dec 81).....	32
Notes on Labor Immorality (G. F. Geller; EKONOMIKA I ORGANIZATSIYA PROMYSHLENNOGO PROIZVOJSTVA, Nov 81).....	37

EDUCATION

Deficiencies in Kazakh Rural Kindergarten Widespread (Editorial Report).....	45
---	----

LABOR

INCENTIVES FOR HOLDING TWO JOBS

Moscow EKONOMICHESKAYA GAZETA in Russian No 2, Jan 82 p 16

[Article: "Procedure for Providing Incentives for Combining Occupations"]

[Text] The editorial office has been receiving letters from readers, in which they request a discussion of the procedure for paying salary differentials for the combining of occupations (assignments). The following information is provided by the Wage Department of the USSR State Committee for Labor and Wages.

[Question] What is the combining of occupations (assignments) [*sovmeshcheniye professiy (dolzhnostey)*], and how does it differ from holding two offices [*rabota po sovmestitel'stvu*]?

[Answer] The combining of occupations (assignments) is one of the forms of executing an established volume of operations with a smaller number of personnel. Its essence lies in the fact that worker (with his consent), during the work day that has been legally established, in addition to his basic work executes completely or partially, additional work in another occupation or assignment, for which he receives the appropriate additional payment. Inasmuch as workers, in conformity with the Unified Wage Rates and Qualifications Guide for Workers' Operations and Occupations (YeTKS) or with the Qualification Guide for Workers' Occupations That Are Not Included in the YeTKS, are assigned occupations, while ITR [engineer-technical workers] and employees occupy definite assignments, this form of work for workers has been given the name "combining of occupations," and for ITR and employees, "combining of assignments," if it is carried out within the confines of one and the same category of workers.

The "combining of occupations (assignments)," despite its apparent similarity with "holding two offices," has fundamental differences from it. There are several of them. The chief one lies in the fact that the "combining of occupations (assignments)" is carried out within the framework of the work day (shift) of a legally established duration, at one and the same enterprise (organization, institution), while "holding two offices," as a rule, presupposes work in two different enterprises (organizations, institutions), and, moreover, the work goes beyond the limits of the legally established work day (work shift). Work involving the holding of two offices requires the authorization of the enterprise, organization, or institution managers, which has been coordinated with the trade-union committees

at the basic place of work, as well as the consent of the managers and trade-union committees at the place of the combined work.

The procedure and conditions for "combining" are also employed when expanding the servicing zones or increasing the volume of operations to be executed by one and the same persons, that is, in those instances when that increase in the volume of operations occurs within the confines of one and the same occupation or assignment. These instances also include the execution of the duties of workers who are temporarily absent (in instances of illness, leave, temporary duty elsewhere, or other reasons).

[Question] In what branches of the national economy and for what categories of workers is the combining of occupations (assignments) allowed?

[Answer] The combining of occupations (assignments), as one of the progressive forms of highly productive labor, was widely used at enterprises and in production associations of all the production branches of the national economy (in industry, agriculture, water and forest management, transportation, and communication), and also in a number of branches of the nonproduction sphere (trade and public nutrition, material-technical supply, sales, communal-housing economy, the providing of everyday services to the public, and at organizations and enterprises in culture and the arts).

Currently it is authorized for workers and junior service personnel (MOP) at absolutely all enterprises, organizations, and institutions, both in the production and in the nonproduction branches of the national economy.

It can also be employed for ITR and other specialists and employees, but with definite limitations. The combining of assignments is not authorized for the managers of enterprises, organizations, or institutions, their deputies or assistants; chief specialists; managers of structural subdivisions, departments, shops, services, or their deputies; scientists, ITR, or other specialists or employees at scientific-research institutions (with the exception of analogous workers in experimental production entities, shops, sectors, and areas, geological, exploratory, or exploratory expeditions, or parties of the indicated institutions), or ITR and other specialists and employees of state and economic control.

[Question] Under what conditions is the combining of occupations allowed?

[Answer] The combining of occupations is allowed with the proviso that the volume of operations for the basic work and the combined work is fulfilled; if this is economically desirable; and if it does not lead to the deterioration of the quality of the output, the operations carried out, or the services provided to the public.

The combining of occupations (assignments) is carried out, as a rule, within the confines of one and the same category of workers (for example, workers engaged in the workers' occupations). In exceptional instances, the combining of assignments as ITR and employees with workers' occupations or with the work of MOP, is allowed, with the authorization of the Councils of Ministers of the union republics, and the ministries and departments of the USSR, which has been coordinated with the appropriate trade-union agencies.

[Question] What is the extent of the additional payment for the combining of occupations?

[Answer] Additional payments for the combining of occupations by workers and by MOP who are employed at enterprises and organizations in the production branches are established in amounts up to 50 percent of the wage rate (salary) for the basic work. Additional payments are established in the same amount for workers who are employed in loading and unloading operations in all branches of the national economy.

For the remaining categories of workers (ITR, other specialists and employees), irrespective of the branch, and also for workers and MOP in the nonproduction branches, the amount of the additional payments for the combining of occupations (assignments) cannot exceed 30 percent of the wage rate (salary) for the basic work.

To compensate for the execution, in addition to one's basic work, of the duties of workers who are temporarily absent (in instances of illness, leave, temporary duty elsewhere, or other reasons), the additional payments are established in amounts up to 50 percent of the wage rate (salary) for the basic work. These additional payments can be made only for workers and MOP who are employed in the production branches and in a limited number of nonproduction branches. These additional payments are not made to the remaining categories of workers.

The specific amounts of the additional payments within the indicated limits are determined on the basis of the complexity, nature, and volume of the operations being fulfilled, and the degree of the use of the work time.

[Question] What is the source of the additional payments for the combining of occupations (assignments)?

[Answer] Additional payments for the combining of occupations (assignments) can be made from the total economizing of the wage fund which has resulted from the actual freeing (reduction) of the number of workers as compared with the interbranch and branch norms for the number of personnel, the servicing norms, or the tables of organization that have been approved on the basis of standard tables of organizations, and also as compared with other labor-expenditure norms that have been approved by the superior organization.

In the event that there are no interbranch, branch, or other progressive norms and norm lists for the labor expenditures at the enterprises of only the production branches it is authorized to use as much as 70 percent of the economizing of the wage fund that has resulted from the reduction in the size of the personnel, as compared with the actual size, or as compared with the labor-expenditure norms for which the intensity is less than the interbranch or branch ones.

Additional payments added onto the wage rates and salaries of workers can be reduced or completely canceled if measures are being carried out to introduce new technology, to improve the organization of labor and the control of production, and if, as a result of this, new norms are being introduced for personnel size, servicing, or other labor expenditures.

For additional payments for the execution of the duties of workers who are temporarily absent, one can use no more than 50 percent of the wage rate (salary) of the absent worker, irrespective of the number of persons among whom the work, and consequently the additional payment, is distributed.

[Question] Are the additional payments established for workers for the combining of occupations (assignments) included in their average earnings?

[Answer] Yes, they are included in all instances of computing the average earnings, that is, for the payment of leaves, for days of temporary inability to work, the computation of pensions, and in other instances.

5075

CS0: 1828/47

LABOR

CONSERVATION OF EASTERN LABOR RESOURCES URGED

Moscow SOTSIALISTICHESKIY TRUD in Russian No 10, Oct 81 pp 18-25

[Article by Andrey Grigor'yevich Sozykin, chairman of the RSFSR State Committee for Labor: "Providing the Siberian and Far Eastern Economy with Manpower"]

[Text] The documents of the 26th party congress and the report by Comrade L. I. Brezhnev, general secretary of the CPSU Central Committee, said much about the careful and economic use of labor resources, the discovery and use of labor reserves and the coordination of plans for economic and social development with resources, including labor resources. Measures taken by the party in this area are dictated not only by the need for the dramatic augmentation of production efficiency and improvement of the quality of work under the conditions of a high level of employment for the able-bodied population in national production, but also by the demographic peculiarities of our day. Under these conditions, the quicker development of productive forces and the completion of large-scale social programs in the Russian Federation will depend considerably on our ability to balance national economic manpower requirements with labor resources by means of a more vigorous search for sources and reserves of labor and by means of their efficient and effective use. This is the essence of the problem.

The problem is particularly acute in Siberia and the Far East, where the extremely rich natural resources are being used in the attainment of unionwide socioeconomic objectives. Large territorial production complexes are operating here and new ones are being created, the rate of population growth here is higher than the RSFSR average and indicators of labor resource growth are also higher. Nevertheless, the present rate of population increase is not high enough for the full realization of the potential of these regions for rapid development. Although young people reaching working age will continue to be the main source of additional manpower in the national economy during the 11th Five-Year Plan, estimates indicate that they cannot completely satisfy the demand for manpower in Siberia and the Far East. The accelerated growth of their productive forces and their social and consumer infrastructure will necessitate the recruitment of manpower from other parts of the country. The redistribution of labor resources in accordance with the plan for the provision of eastern regions with more manpower has become one of our most important statewide objectives. Its attainment will depend largely on the activities of the RSFSR Goskomtrud [State Committee for Labor] and its local agencies. Difficult and serious work lies ahead because we will have to give these regions manpower assistance when our own labor resources are limited by instituting

recognized recruitment programs, moving families to kolkhozes and sovkhoses and setting up a job placement service for temporarily unemployed individuals and young people graduating from secondary general educational schools, for almost half a million people.

The organized recruitment of workers should play an important role in this process. During the years of the Tenth Five-Year Plan this recruitment system provided various branches of the economy in Siberia and Far East with more than 280,000 people. Plans for the current 5 years call for the recruitment of around 300,000 people just to work on the construction of the South-Yakutsk and Kuznetsk coal complexes, KATEK, the Krasnoyarsk Heavy Excavator Plant, organizations of the Ministry of Construction in the Far East and Transbaykal Regions, the oil and gas complex in Tyumenskaya Oblast, the Noril'sk Mining and Metallurgical Combine imeni A. P. Zavenyagin and BAM [Baykal-Amur Trunkline], for seasonal work in lumber procurement and fish processing, and to provide several other enterprises and construction sites in the region with additional manpower.

In addition to recruiting workers in the traditional manner, a practice of many years' standing, labor agencies must influence migration patterns more actively, with a view to the remark made by Comrade L. I. Brezhnev at the 26th party congress: "People are still more often inclined to move from the north to the south and from the east to the west although the efficient distribution of productive forces requires movement in the opposite direction."* This means that central and local labor agencies must reorganize their work in such a way as to discourage people from leaving Siberia and the Far East and encourage as many people as possible to live and work here permanently. This is why the labor resource administration has ordered that part of the labor force from the total group of migrants should be sent to work at the most important enterprises and construction sites of the national economy. Sometimes local labor agencies and regional planning bodies try to lower organized recruitment assignments on the pretext that this is an undesirable practice. But after all, people are still leaving regions for various reasons and will continue to leave. It is our duty to ensure that some of them move to locations where the interests of the national economy will be served. Organized recruitment assignments account for no more than 1-5 percent of this migration in each oblast and kray and have virtually no effect on the general state of labor resources.

The fulfillment of plans for the so-called intra-oblast recruitment of workers must be given special attention by labor agencies and administrators in Siberia and the Far East. What is most important here is more complete and timely work with individuals whose contracted term of labor is coming to an end to encourage them to sign up for another term and remain on construction sites and at enterprises in eastern regions. Public personnel divisions can be of considerable assistance. The same kind of work must be conducted with soldiers in the Soviet Army who will soon be discharged.

One important manpower reserve is the public recruitment of young people. In the last 15 years the Komsomol sent around 120,000 young men and women to work on the construction of the West Siberian fuel and energy complex. Thousands of young

* "Materialy XXVI s"yezda KPSS [Materials of the 26th CPSU Congress], Moscow, Politizdat, 1981, p 54.

people were sent by the Komsomol to work on the Baykal-Amur Trunkline. Unfortunately, they do not always want to stay in these regions. All of the possible ways of promoting the adaptation of young people are now being utilized. Economic managers sometimes do not look into these matters and do not give enough attention to vocational training, advanced training and professional advancement or to the creation of exemplary living conditions in the new location.

It is absolutely true that more housing must be built if personnel turnover is to be reduced and young people who come here on organized recruitment and public recruitment programs, as well as other population groups in the region, are to be encouraged to settle here, but this housing must be of high quality. For example, communal living facilities must be more like hotels, including quarters for young families, as specified in the decree of the CPSU Central Committee, USSR Council of Ministers and AUCCTU "On the Further Reinforcement of Labor Discipline and the Reduction of Personnel Turnover in the National Economy." The practice of organized recruitment testifies that workers with families who live in communal facilities of this type are more likely to stay.

The personnel of local labor agencies must institute stricter control over the fulfillment of work contracts with recruited workers, and must consult them to find effective ways of creating favorable working and living conditions. If this is not done, it will be impossible to stabilize production collectives and reduce personnel turnover.

There is also another way of attracting additional manpower. Ministries and large associations should take more opportunities to transfer skilled workers to new construction sites from related enterprises. The timely incorporation of production capacities at a new enterprise requires a good and cohesive collective with a nucleus of highly skilled specialists. They must be invited from existing enterprises in the branch and, of course, the necessary conditions must be established for them.

Agricultural resettlement programs are of great help in the provision of eastern kolkhozes and sovkhozes with manpower. During the years of the Tenth Five-Year Plan tens of thousands of families were resettled in Siberia and Far East. As a result, the personnel problem was solved on many farms. For example, resettled people represent 82 percent of the animal husbandry workers and 56 percent of the field workers on the Raychikhinskiy Sovkhoz in Amurskaya Oblast's Bureyskiy Rayon, and one out of every three kolkhoz members is a new settler on the Zarya Kolkhoz in Omskaya Oblast's Gor'kovskiy Rayon. Most of the new settlers have made a perceptible contribution to the development of agricultural production and many of them have been promoted to managerial positions and elected to soviets of people's deputies. For example, N. I. Malyavin, a new settler from Voronezhskaya Oblast (on the Polyanskiy Sovkhoz in Amurskaya Oblast's Seryshevskiy Rayon), has been decorated with the orders of the Labor Red Banner and Labor Glory Third Rank and has been elected a deputy of the oblast soviet of people's deputies for a second term. Many similar examples could be cited.

Resettlement is intended to satisfy the additional manpower requirements of kolkhozes and sovkhozes. In this case as well, the practice is more successful where resettled families are provided with better conditions. The main objective

here is the creation of conditions which encourage new settlers to remain in the new location. There are some serious shortcomings in this area, however. The percentage of agricultural workers leaving the area is high because not all kolkhozes and sovkhozes provide new settlers with normal working and living conditions and, above all, there is not enough housing. The supply of standard residential facilities has been sharply reduced in recent years. Nevertheless, even this limited supply is not being used in full. Kray and oblast agricultural administrations and Sel'khoztekhnika organizations do not always receive their allotted quantity of standard facilities. In the last 3 years, for example, the republic supply of standard residential facilities has been short by more than 1,700 structures, including living area of 62,000 square meters in Amurskaya Oblast. The situation is approximately the same in Chitinskaya, Kemerovskaya and other oblasts. In addition, plans for the construction of housing for resettled individuals are not being carried out satisfactorily. In 1980, for example, they were unfulfilled in the Buryatskaya ASSR, Primorskiy, Khabarovskiy and Altayskiy Krays and Chitinskaya Oblast, and this was the fourth year in a row for Primorskiy Kray. Even this year the work is going too slowly in Primorskiy, Khabarovskiy and Altayskiy Krays and Kemerovskaya Oblast. All of this naturally creates considerable difficulties in the accommodation of resettled families and ultimately affects their decision to leave.

One of the main features of the draft plan for agricultural resettlement during the 11th Five-Year Plan is the reduction in the scales of family migration from the Nonchernozem zone of the RSFSR and the Central Chernozem economic region. At the same time, there will be a considerable increase in the migrants sent to farms with a labor shortage in the northwestern and central economic regions. Besides this, there will be a gradual reduction in inter-oblast family resettlement in regions with a traditional labor surplus (the North Caucasus and the Volga zone).

At the 26th CPSU Congress Comrade L. I. Brezhnev spoke of the shortage of labor resources for the completion of development programs in West Siberia, the BAM zone and other locations in the Asian part of the country, remarking that "in Central Asia and several parts of the Caucasus, on the other hand, there is a labor surplus, particularly in rural locations. This means that the population of these locations must be encouraged more energetically to settle in new territories."* We feel that more families from regions with a labor surplus could be resettled in the country's eastern regions.

The public job placement service, which has 33 city bureaus, has been of perceptible help in providing the Siberian and Far Eastern economy with manpower. The same work is being performed by more than 280 workers in the labor divisions of rayispolkoms and gorispolkoms. During the years of the Tenth Five-Year Plan they helped to place more than 1.7 million people in jobs, including around 520,000 graduates of secondary general educational schools, or 32 percent more than during the Ninth Five-Year Plan. Besides this, the bureaus helped to provide newly opened enterprises and major existing enterprises with personnel. Positive results in public job placement services have been achieved by labor agencies in Magadanskaya, Sakhalinskaya, Kamchatskaya and Irkutskaya Oblasts, the Yakutskaya

* Ibid.

ASSR and Krasnoyarskiy Kray. Nevertheless, many enterprises and construction sites in eastern regions, despite the acute labor shortage, have not established the proper working conditions, especially for young people who have taken jobs for the first time.

In 1980 local labor agencies conducted inspections of vocational training and adaptation services for young people at 2,460 enterprises, on sovkhozes and kolkhozes and at construction and other organizations where more than 32,000 graduates of secondary general educational schools were placed in jobs in 1979. Only 23,500 were there on inspection day. One out of every twelve had resigned before the year was up.

Graduates from secondary schools do not stay at enterprises and organizations in Novosibirskaya, Irkutskaya and Kamchatskaya Oblasts and Primorskiy Kray. By inspection day less than 70 percent of the graduates placed in 1979 were still working in the same jobs. This is largely a result of the frequent failure to lower output norms for young workers, as they should be at first, and the failure to give them the appropriate privileges. For example, output norms were not lowered for new workers under the age of 18 at the Tomsk footwear factory. A council for work with youth was not established here. Older workers are not appointed to help school graduates. For all these reasons, the rate of personnel turnover among young workers is 36 percent. At a textile factory in Tomskaya Oblast, they have no prospects for acquiring housing and places in pre-school establishments. At the sewing factory there are no comfortable communal living facilities, and dust pollution is high in the quilted jacket shop. It is therefore not surprising that 40 of the 63 school graduates who came here in 1979 have resigned. How do the Tomsk administrators expect to acquire additional manpower under these conditions when labor resources will be constantly decreasing in coming years? This is why bureaus of the Komsomol Central Committee and the RSFSR Goskomtrud had to pass a special decree on the retention of young personnel in Tomsk. Unfortunately, inspections indicate that the situation is the same in Kemerovskaya and other oblasts, where young people are also sometimes treated incorrectly.

A well-organized vocational guidance service in schools and more complete records of students acquiring vocational training could contribute effectively to the efficient use of young manpower. A survey of enterprises and organizations in the region revealed that only 23 percent of the 1979 graduates who had mastered a specialty in school were placed in jobs, and in some locations the figure was even lower—for example, only 13 percent in Kemerovskaya Oblast, 14 percent in Kamchatskaya and 15 percent in the Buryatskaya ASSR.

According to preliminary estimates, less graduates of general educational schools will take jobs in the national economy of Siberia and the Far East during the 11th Five-Year Plan than during the 10th. This is why more care must be taken to keep young people in the production sphere, to provide them with professional training and to create the necessary conditions for highly productive labor. The labor divisions of the Altayskiy Krayispolkom and the Novosibirskaya, Omskaya and Tomskaya Oblispolkoms must make a greater effort to encourage young men and women to enter industry, and in Primorskiy and Khabarovskiy Krays they must be encouraged to work for construction organizations.

As we know, the decree of the CPSU Central Committee and USSR Council of Ministers on ways of improving the machinery of economic management stipulated the degree of participation by labor agencies in measures aimed at the efficient distribution and use of labor resources. In particular, they were ordered to submit proposals and estimates of territorial manpower supplies to planning agencies. This has already been done for the 11th Five-Year Plan. According to the data of the Central Scientific Laboratory of Labor Resources, the estimated number of persons of working age and the actual employment ratios in eastern regions indicate that around 180,000 people now engaged in housework and private subsidiary farming could be encouraged to enter public production during the current five-year plan. Around 74,000 of these people are in West Siberia, more than 62,000 are in East Siberia and 43,000 are in the Far East, and the number could be much higher if their terms could be met.

According to the data of labor agencies and planning bodies, around 100,000 able-bodied retired persons could be encouraged to take jobs in public production in Siberia and the Far East. There are also significant opportunities for increased employment in the broader use of jobs that can be performed at home and jobs with a part-time work day or work week. Surveys of unemployed but able-bodied retired and disabled individuals, housewives and students indicate that their participation in socially useful labor could increase 2.5-fold to 3-fold under these conditions. The fact that this is convenient for the population and the state is attested to by the following statistics. Between 1975 and 1979 the number of persons working at home in RSFSR local industry increased by 26.3 percent but their production output increased by 45.6 percent (totaling 268 million rubles). And all of this was accomplished without any sizable capital investment! Work in the home is not being used widely enough, however, in local industry in Krasnoyarskiy and Primorskiy Krays and Kemerovskaya and other oblasts in the east.

In our opinion, specialized enterprises employing people working in the home should be established in each oblast, kray and ASSR with a view to local conditions. A diversified system of branches and centers will be needed to supply these workers with raw materials, semimanufactured products, tools and means of transport for the delivery of raw materials and the collection of finished goods.

Labor reserves can also be found in the increased employment of students during vacations and other free time. Experience has shown that forms of labor organization such as student construction detachments produce a sizable national economic impact. The amount of work they performed during the years of the Tenth Five-Year Plan is valued at more than 7 billion rubles. For example, 161,100 people worked in these detachments just in the Nonchernozem zone of the RSFSR.

Of course, the mobilization of these tangible additional sources and reserves of labor is now of primary significance. Naturally, much will depend on enterprises in this area. They must provide the proper jobs for population groups with limited capabilities for work and inform labor agencies of them. Then these agencies will be able to organize job information and job placement services for this part of the labor force. The more complete involvement of housewives in public production will require stricter control by labor agencies over the construction of new facilities, so that this work is conducted comprehensively, with consideration for the need for housing and childcare establishments.

When we discuss the provision of the eastern regions with manpower during the coming decade with the aid of the planned redistribution of labor resources and the mobilization of so-called external sources, we must not forget one important fact. Estimated migration and all of the reserves listed above will be insufficient in view of the colossal capital construction in the east and the establishment of many huge territorial production complexes. There is only one solution to the problem: We must make use of intraorganizational reserves, accelerate the augmentation of labor productivity and strike the correct balance in the distribution of capital investments in remodeling, technical re-equipping and new construction. Labor productivity will be augmented more quickly if more capital is invested in the remodeling and technical re-equipping of enterprises. In Siberia and the Far East it would be impossible not to build new facilities adjacent to sources of raw materials and minerals. We feel, however, that the present construction of many conventional enterprises in northern regions is an unacceptable practice because these enterprises could operate in other locations. We are recruiting people for work in a severe climate and are paying them higher wages with regional wage differentials.

Labor productivity is now the chief regulator of manpower supply and demand. Unfortunately, the planned augmentation of productivity was not achieved in the RSFSR in the Tenth Five-Year Plan. Assignments in this area were not fulfilled in industry in the eastern regions either.

The 26th congress specified the basic ways of augmenting labor productivity. Above all, these include the efficient use of labor resources and the reduction of labor expenditures by means of the more complete mechanization of manual and heavy physical labor, the comprehensive mechanization and automation of production processes and the improvement of labor organization and production management. The planning and implementation of measures to sharply reduce proportional expenditures of manual labor will help to solve many economic and social problems. This is why the question of mechanizing and automating heavy, labor-intensive and manual work and improving labor conditions at enterprises in Siberia and the Far East is on the agenda today. It is precisely here that capital investments should be concentrated. This is dictated by the higher wages for manual labor in these regions and the need to reduce expenditures connected with the recruitment of manpower. The estimates of the Central Scientific Research Laboratory of Labor Resources indicate that the reduction of proportional expenditures of manual labor by only 10 percentage points would free around 355,000 people in the region, save approximately 1 billion rubles in wages and augment labor productivity by 9 percent in industry and 12 percent in construction.

The greatest efforts must be made to considerably improve labor norms and institute major scientific labor organization measures on a broader scale. The revision of output norms in RSFSR industry during the last five-year plan produced a labor savings equivalent to the freeing of more than 1.26 million people. Obviously, there are great possibilities in this area. This work is being conducted systematically at many enterprises and associations in Siberia and the Far East. The proportion accounted for by technically substantiated norms in Amurskaya, Irkutskaya, Chitinskaya and Sakhalinskaya Oblasts, Krasnoyarskiy and Khabarovskiy Krays and the Tuvinskaya ASSR is 81-88 percent in comparison to the RSFSR industry average of 72 percent. These norms still account for a much lower percentage,

however, at enterprises in Omskaya, Novosibirskaya, Tyumenskaya, Tomskaya and Magadanskaya Oblasts, Altayskiy Kray and the Buryatskaya ASSR. The poor quality of the norms here is attested to by the fact that they are fulfilled by 125-130 percent in comparison to the Russian Federation average of 121 percent. Nevertheless, many workers cannot keep up with output norms. For example, this is true of 10.5 percent of the piece-rate workers in Kemerovskaya and Irkutskaya Oblasts, 14 percent in Sakhalinskaya Oblast and 19.3 percent in the Yakutskaya ASSR, in comparison to the RSFSR industry average of 5.9 percent. This is the reason for the low wages that are one of the causes of personnel turnover.

On the average, up to 17 percent of all existing norms in RSFSR industry are revised annually, but the figure is much lower in Kamchatskaya Oblast and in the Yakutskaya and Tuvinskaya Autonomous Republics. Sometimes the norms are relaxed during the revision process for the purpose of guaranteeing the level of wages that workers are not receiving due to shortcomings in the organization of production and sizable losses of working time. Of course, this is a harmful practice in addition to being incorrect. The greatest effort must be made to provide workers with normal conditions of labor organization so that they can perform highly productive work and earn wages corresponding to their contribution. Obviously, it is not surprising that the rate of increase in labor productivity is not keeping up with wages in the oblasts and autonomous republics listed above.

In many cases the plans for new production facilities do not envisage scientific labor organization measures. Only 30 percent of the workers in RSFSR industry are employed in jobs organized according to standard plans, and this is much lower than the national average. This reserve of labor productivity augmentation is underestimated and not used in full at enterprises in Altayskiy Kray, the Buryatskaya and Tuvinskaya ASSR's and Kemerovskaya, Tyuminskaya and Kamchatskaya Oblasts. The plan for the standard organization of work positions for mass professions is systematically underfulfilled here. Standard plans are being carried out too slowly in divisions, shops and enterprises in Magadanskaya Oblast and the Tuvinskaya and Yakutskaya Autonomous Republics. But after all, the 11th Five-Year Plan is supposed to be the time for comprehensive improvement in labor organizations throughout the production cycle. As we know, scientific labor organization measures account for at least 25-30 percent of the total increase in labor productivity. According to estimates, this could conserve the labor of more than 300,000 people in industry and agriculture in the eastern regions.

The better use of working time could result in a considerable manpower savings. Losses of working time in the RSFSR decreased by 6 percent in industry and by 15 percent in construction in 1980. This was the result of measures to strengthen labor discipline and reduce personnel turnover in accordance with the decree of the CPSU Central Committee, USSR Council of Ministers and AUCCTU. Losses of working time were also reduced in industry in the eastern regions. But they are still higher than the republic average. Serious violations of labor discipline have been committed at industrial enterprises and construction sites in Chitinskaya Oblast and the Tuvinskaya ASSR.

The augmentation of the scales of personnel training and the improvement of professional skills is an important way of overcoming the labor shortage. According to calculations, the improvement of skills by just one skilled category enhances labor productivity by an average of 6.8 percent. Therefore, better professional training for personnel can compensate for their shortage and result in a larger production volume.

The effectiveness of these measures to conserve labor and provide the economy of the eastern regions with manpower will depend largely on the degree to which soviet, local economic agencies and labor agencies are able to heighten the effectiveness of their work in the efficient use of labor resources and the degree of skill with which labor forces are distributed and redistributed. This will contribute to the successful implementation of 26th CPSU Congress decisions and the completion of assignments in the 11th Five-Year Plan.

COPYRIGHT: Izdadel'stvo "Transport", "Sotsialisticheskiy trud", 1981

8588

CSO: 1828/38

LABOR

RURAL LABOR POTENTIAL CALCULATED

Moscow SOTSIALISTICHESKIY TRUD in Russian No 10, Oct 81 pp 26-31

[Article by R. Zarypova, candidate of economic sciences and senior research associate: "Rural Labor Potential and Its Utilization"]

[Text] The effectiveness of labor in agriculture has become a particularly acute problem in recent years. This is primarily due to the need to guarantee a return on the large capital investments the Soviet State has been allocating for the reinforcement of its material and technical base for two decades. Besides this, the rise in the general educational and cultural level of the rural population, the developing process of urbanization and the fact that the rural population in some parts of the country is still an important source of additional manpower for other branches of the national economy are all heightening the socioeconomic mobility of the rural population, especially youth. During the interval between the all-union censuses of 1970 and 1979, for example, the rural population of the RSFSR and Belorussia decreased by 15 percent, with a corresponding decrease of 8.6 percent and 12.6 percent respectively in employment.

As a result of these processes, an adequate supply of manpower for agriculture in regions with an actual or projected labor shortage depends less on the possibility of encouraging youth to enter this sphere than on the reduction of agriculture's own manpower requirements by means of the augmentation of labor productivity as a result of comprehensive mechanization and the improvement of the professional skills of the labor force.

At the same time, employment in agriculture has constantly increased in the last decade in regions with a relatively high birth rate and natural rate of population increase and a fairly low level of professional mobility and migration (an increase of 28 percent in the Uzbek and Tajik union republics and of 36 percent in the Turkmen SSR with no change in labor productivity). In these regions, other branches and spheres of occupation are still underdeveloped in rural locations, and the network of academic institutions for the training of personnel is inadequate. When young people begin working, they generally take jobs in agriculture. It is noteworthy that the rural population in these parts of the country has the highest percentage of young people who are neither working nor studying.

In 1979 there were 23.1 million people working directly in agriculture in the country.¹ Each producer of agricultural goods is actually feeding 11 people if we

include work in the private farming sector in our calculations. According to the results of all-union censuses, the percentage of the population engaged in agriculture and forestry (excluding the private sector) decreased from 25.1 percent in 1959 to 21.6 percent in 1979. This testifies that this branch still accounts for a high percentage of the working population and that the rate of decrease is quite insignificant. It is actually 4-5 times as great, or even more, as the corresponding figure in the developed capitalist countries.

The slower growth of labor resources in the country will affect manpower dynamics in all branches of the national economy, but no other branch is expected to experience as sharp a reduction in the labor force as agriculture will. The reason is that the development of the agroindustrial complex and the resolution of the food problem will require a sharp increase in the output of agricultural products and the improvement of their quality but will also reduce the need for workers to produce them.

The reduction of the size of the agricultural labor force has been made possible by the modification of agriculture's material and technical base and, above all, by the increasing volume of fixed assets, the improvement of their quality, the increasing complexity of all equipment for the mechanization of agriculture and the creation of the necessary conditions for the accelerated augmentation of labor productivity and the reduction of manpower requirements in the branch.

In the last decade the growth rate of capital investments per worker in agriculture was higher than in industry. But the supplies of capital and energy here are still far below the level of other branches of physical production. Furthermore, they differ sharply in various parts of the country and types of agricultural enterprises and are not always related to manpower supply and the rate of decrease in the number of workers. The total energy capacity of agriculture in the nation now exceeds 20 million horsepower, and more than a third is accounted for by tractor engines. Our nation is ahead of the United States in this area, but we are using only two-thirds or less of all existing resources as a result of the simplicity of our agricultural equipment. For this reason, we are lagging behind a number of countries in the efficient use of equipment.

Despite the increasing mechanization of agricultural production, the percentage of persons engaged in horse-drawn and manual operations is still considerable. Many of the processes that are now considered to be mechanized actually entail a great deal of manual labor, and sometimes almost nothing but manual labor; these include, in particular, the distribution of fodder, the cleaning of animal husbandry facilities, the milking of cows, etc. This is the reason for the high employment figure in agriculture, in basic operations as well as intermediate ones and seasonal work.

The existing disparities between the reduction in the overall labor-intensiveness of agricultural production and the change in the number of workers have created a labor shortage in several parts of the country, particularly during peak periods. It is true that this shortage is relative, as available labor resources in the branch are not being fully utilized. According to the data of sovkhos annual reports, for example, in the last 10 years the percentage of labor requirements satisfied at all sovkhoses declined 10 percent, falling to 84.4 percent. The lowest percentages were in the Uzbek SSR--77.1 percent--and the RSFSR--84.8 percent. At

the same time, the labor surplus increased dramatically on sovkhozes in the Azerbaijan SSR (from 105 to 114.5 percent) and in Georgia and Moldavia.

According to production economists and researchers, total annual working time in the public agricultural sector is now around 270-280 working days. In fact, however, in 1979 the kolkhoz member worked an average of 255 days and sovkhoz personnel worked 276 days.

The development of the material and technical base of agriculture led to the slightly more intensive use of available manpower. Between 1975 and 1979, for example, the national average employment figure for the kolkhoz member rose from 243 man-days to 255, while the indicator stabilized on sovkhozes. The largest workload in agriculture (almost on the normative level) is found in the Kazakh SSR, the Turkmen SSK, the Ukraine, the Kirghiz SSR, the Uzbek SSR and the Russian Federation; the lightest is in the Georgian SSR. The difference between the two extremes is almost 100 man-days. There is even more differentiation in the workloads of occupational categories: animal husbandry workers have the heaviest load, especially calfwomen and milkmaids, who work more than 300 man-days; furthermore, the workload on kolkhozes is heavier than on sovkhozes. The reason is that, despite the better supply of labor and even the slight surplus of manpower on the kolkhozes, the level of mechanization is lower in animal husbandry and the age and sex structure of the personnel is less uniform. Girls who graduate from secondary school do not want to work in animal husbandry because the conditions and hours of the work do not suit them. The average age of milkmaids and calfwomen is much higher than that of workers in other occupations. The heavy workload is also the result of a shortage of livestock tenders. Most milkmaids and calfwomen work in just one shift, with an extremely long workday and without any days off.

At the same time, the unsatisfactory organization of labor and poor labor discipline keep many kolkhoz members and sovkhoz workers from fulfilling output norms. Despite the chronic shortage of livestock tenders, their workload on kolkhozes and sovkhozes is sometimes too low. Calculations have shown that this was equivalent to the exclusion of 341,000 average annual workers from public production in 1979 just in the RSFSR.

Losses of working time are still considerable. Absences (excluding regular vacations and maternity leaves) and non-working days between seasons on kolkhozes and sovkhozes in the country amounted to around 1 million man-days in 1979. Unauthorized absences ranged from 3.8 percent of total absences in the Kirghiz SSR to 27.5 percent in the Moldavian and Tajik union republics, with a national average of 12.4 percent.

Given the present level of productive forces in agriculture and the trends in their development, the resolution of the manpower problem will depend largely on the efficient use of existing labor resources. It is no secret, however, that some farms are genuinely incapable of completing all their work on schedule, particularly during the harvest season, without recruiting manpower from other branches. They have to do this, and this is why government decrees aimed at the timely completion of harvesting work authorize them to request the use of vehicles, machine operators and the able-bodied population of cities and workers settlements, but only in cases of acute need and only if this is not deleterious to the public

production sector, and to recruit, in cases of exceptional necessity and for no more than 1 month, VUZ students (with the exception of freshmen and seniors) and the upperclassmen (with the exception of the graduating class) of secondary specialized academic institutions, as well as the students of vocational and technical institutes (with the exception of the secondary institutes).

In reality, however, more and more people in all parts of the country are being sent to rural communities from other branches of the national economy, and for longer periods. The group of operations in which their assistance is requested is also expanding. More manpower is being recruited for agricultural storage operations: Between 1971 and 1979 the number almost doubled throughout the nation and averaged 1.3 million people a year. During this time, the proportional labor expenditures of persons recruited from other branches in the total labor expenditures of agricultural enterprises almost tripled. The proportion was particularly high on farms in the RSFSR and the Uzbek, Kirghiz and Tajik union republics; furthermore, in contrast to other parts of the country, the Central Asian republics recruited more outside labor for work on kolkhozes than on sovkhozes, although they have a labor surplus.

The recruitment of manpower for agricultural work from other branches of the national economy began even before the war, but it has developed considerably in recent years. The patronage of rural communities by industrial enterprises has become a widespread practice. It has evolved from single instances of manpower, material and technical assistance into an entire complex of measures to strengthen the material and technical base of kolkhozes and sovkhozes and to thereby reduce the labor-intensiveness of agricultural production.

In theory and in practice, however, the substantiation of the need to recruit a particular number of workers, the assessment of the effectiveness of this measure on the scale of the entire economy and a number of other matters have still not been investigated in full. Until recently, research in this field was essentially confined to the study of the way in which workers from other branches are utilized in agriculture during peak seasons. Attention was focused on the role of wages in the stimulation of productivity and on the need to keep better records of additional manpower. Questions connected with the grounds for recruiting a particular number of workers have not been analyzed thoroughly as yet, and neither have procedural and practical decisions concerning the quantitative and qualitative supply of manpower and the degree to which existing agricultural labor resources are being utilized.

Various opinions have been expressed in the press and, in particular, in economic literature in regard to the economic effectiveness of the seasonal intersectorial redistribution of manpower. On the national economic level this recruitment of workers from other branches for agricultural operations during periods of particularly intense work is most probably not open to question from the economic standpoint because this is dictated by the need to fulfill the food program. This is why we believe that the matter should only be questioned on the regional level. The final objective should be the more efficient use of recruited manpower and the determination of ways of reducing, and in some cases even eliminating, the need for additional manpower. This is a complex socioeconomic problem, which takes in questions connected with the quantitative and qualitative supply of agricultural

labor and the efficient and highly effective use of existing labor resources in the branch with a view to the peculiarities of each separate region. The scientifically sound assessment of the labor supply and, consequently, of agriculture's need for additional manpower will be extremely important.

Until recently, we used indirect indicators of the agricultural labor supply--the workload of agricultural facilities and the number of livestock per average annual worker. Attempts were also made at a comprehensive assessment of the labor supply with a system of indicators reflecting the structure of farm specialization (the number of standard hectares per unit of agricultural land and facilities, per machine operator, per actual and hypothetical tractor, etc.).² This allowed for the classification of farms according to their relative supply of labor but it did not allow for the quantitative measurement of manpower shortages or surpluses, particularly in view of the seasonal nature of agricultural production.

Calculations of the need for manpower are based on actual labor expenditures, adjusted to conform to the total working time of the average annual worker, or 265 man-days,³ which the authors of this calculation system regard as the actual annual workload. This "legitimizes" existing manpower shortages and surpluses. The absence of a single, procedurally sound method of calculating the actual and projected agricultural manpower supply has given rise to various conclusions and proposals regarding methods of regulating this supply. One of the constituent problems in the assessment of manpower supply is the calculation of rural labor requirements.

This is why the planned size of the labor force has been widely used as an indicator of supply in recent years. Its calculation is based on the normative method. It must be said, however, that the present normative base does not meet today's requirements and needs considerable improvement. There is not enough differentiation in the norms governing labor expenditures per unit of agricultural product (per hectare of farmland used in the cultivation of various crops and per head of livestock of various species) throughout the country, although they should be systematically revised as production conditions change. The planned number of workers is always somewhat overstated. This decreases the actual labor supply of farms and thereby increases the need for additional manpower and, therefore, the need to recruit people from other branches for agricultural work.

To regulate the assessment of manpower supply, balance sheets of kolkhoz and sovkhos labor resources (forms 19"a" and 19"b") were introduced in the RSFSR in 1973 and in other republics later. They indicate existing labor resources, manpower requirements, the specific shortage or surplus of labor and sources for the recruitment of additional manpower in average annual figures and for the most intense periods of agricultural work (classified according to the main branches of agriculture and according to occupations--milkmaids, tractor mechanics, tractor operators, combine operators and truck drivers).

Experience has shown, however, that the balance sheets are not monitored sufficiently and are not being used enough in the analysis and completion of farm requisitions for additional manpower or in the approval of assignments for the recruitment of workers from other branches for agricultural work. For example, urbanites in the RSFSR are not only recruited for harvesting work, but also for

sowing, fodder procurement, the repair of agricultural equipment and the construction of fattening facilities and other structures. The personnel of some enterprises work on sponsored farms almost year-round. They are employed most in the repair of agricultural equipment and in harvesting work. Repair work begins immediately after the harvest. Enterprises generally have a certain number of tractors, combines and other equipment for which they must provide machine operators during the harvest season, train personnel and repair equipment in advance and provide spare parts for equipment.

The managers of industrial enterprises often resort to various ruses to render this kind of extra-plan assistance to agriculture: They overstate their need for personnel and material resources and falsify reports and records. It was with good reason that Comrade L. I. Brezhnev noted in his speech at the November (1979) CPSU Central Committee Plenum that "local agencies have recently begun the more widespread recruitment of people from enterprises and establishments for various types of work: for harvesting work, for procurement organizations, for construction and beautification projects, and so forth. In some cases this is good, and in others it is not. But the main thing is that there is a great deal of disorganized and irresponsible behavior in this area. This leads to considerable losses of labor, violations of normal enterprise operations and attempts by administrators to accumulate a manpower surplus 'just in case.' It is time to put things in order in this sphere and put an end to irresponsibility and parasitism. This also applies to the urban-rural sponsorship system." The dependent attitude of some kolkhozes and sovkhozes is also due in part to the failure of Sel'khoztekhnika organizations to provide them with enough technical equipment. The more extensive sponsorship assistance of industrial enterprises in the repair of agricultural equipment is compensating for this to some degree. But this is why the planned redistribution of material and financial resources, for the purpose of developing Sel'khoztekhnika organizations and improving the technical services offered to agricultural enterprises, seems expedient.

One current problem is the way in which additional manpower is used. The effectiveness of this labor is still unsatisfactory. The labor of recruited machine operators is the most productive; according to sample data, they usually overfulfill output norms. Another indication is that they work the entire harvest season--50-60 days. Student brigades and the labor camps of schoolchildren have also proved effective. The most inefficient work is performed by groups taken to farms for the day. In these cases, only around 2 or 3 hours of the total working time is utilized, and since these workers are mainly engaged in manual labor, the return on this work is the lowest. Often the expense of their regular wages and transport costs far exceed the results of their work in agriculture. Experience testifies that the regulations governing the wages of recruited workers are often violated--that is, they are often paid 100 percent of their regular wage.

There is also another significant negative result of the recruitment of workers from other branches for agricultural labor. The unfavorable working and living conditions in rural areas, stemming from organizational shortcomings as well as the unfamiliarity of the surroundings and the prolonged separation from families, often cause workers to resign from industrial enterprises. This affects the rate of personnel turnover.

Therefore, the far from complete group of problems we have examined in connection with the provision of agriculture with additional manpower testifies that only the better organization of this work can considerably reduce the number of recruited workers and heighten the effectiveness of their employment. This is why we feel that the precise assessment of the manpower supply of farms and their need for additional manpower is particularly important at present. When the results of the year are discussed, it will be necessary to determine the validity of assignments, the actual number of workers recruited from other branches and the effectiveness of their use in comparison to the use of the farms' own labor resources.

A standard contract should be drawn up to define the responsibilities of both sides in such a way that agriculture would be liable for the recruitment of superfluous manpower, the provision of recruits with insufficient work and the resulting absences and idle time, and unsatisfactory working and living conditions. At present, all of the expenses connected with these shortcomings must be paid by non-agricultural enterprises. The better recording and planning of expenditures connected with the recruitment of additional manpower for agriculture should be an effective way of managing the seasonal redistribution of manpower among agriculture and other branches.

FOOTNOTES

1. "Narodnoye khozyaystvo SSSR v 1979 g." [The National Economy of the USSR in 1979], Moscow, Statistika, 1980, p 312.
2. "Nauchnyye issledovaniya VNIISKhT" [Scientific Research of the All-Union Scientific Research Institute of Agricultural Equipment], 1978.
3. The Research Procedural Program for 1978-1980 for "The Investigation of Ways of Heightening Labor Productivity and the Efficient Use of Labor Resources Under the Conditions of the Technological Revolution], Moscow, All-Union Scientific Research Institute of the Economics of Agriculture, 1978, pp 112-114.

COPYRIGHT: Izdatel'stvo "Transport", "Sotsialisticheskiy trud", 1981

8588

CSO: 1828/37

LABOR

EFFECTIVENESS OF RETOOLING, REMODELING IN COMPARISON TO NEW CONSTRUCTION

Moscow PLANOVOYE KHOZYAYSTVO in Russian No 10, Oct 81 pp 72-78

[Article by Academician T. Khachaturov of the USSR Academy of Sciences, Corresponding Member Ye. Kapustin of the USSR Academy of Sciences and P. Sedlov: "The Socio-economic Results of Retooling and Remodeling (As Exemplified by the Experience of Enterprises in Ivanovskaya Oblast)"]

[Text] A further rise in the material and cultural standard of living based on the intensive development of national production, the acceleration of technological progress, the augmentation of labor productivity and the enhancement of operational efficiency and quality is the main objective of communist construction.

Retooling and remodeling are particularly effective ways of accelerating technological progress, used to heighten production efficiency and improve the quality of work. The decisions of the 26th CPSU Congress envisage "the concentration of capital investments primarily in the remodeling and retooling of enterprises.... The construction of new...enterprises will be commenced in those cases when national economic demand for a particular product cannot be satisfied by means of the better use of production capacities following their remodeling and retooling."*

The need to assign priority to investments in retooling and remodeling is dictated by the greater impact of these processes in comparison to new construction because proportional capital investments used to augment production output by means of remodeling are much lower than investments in new construction. Besides this, remodeling and retooling take much less time and planned capacity is reached more quickly. This means that retooling and remodeling can augment output more quickly and at a lower cost.

The development of industrial branches producing consumer goods will play a significant role in the attainment of the main objective, a further rise in the material and cultural standard of living of the working public.

In recent years some experience in remodeling and retooling has been accumulated at enterprises of light industry. In Ivanovskaya Oblast, light industry, mainly textiles, is the leading branch. Oblast textile workers are responsible for

* "Materialy XXVI s"yezda KPSS" [Materials of the 26th CPSU Congress], Moscow, Politizdat, 1981, p 174.

20 percent of the fabric produced in the country. The augmentation of the output, improvement of the quality and extension of the assortment of fabrics are extremely important tasks for workers in this textile region.

These tasks have been complicated by the virtual absence of reserves for heightened production efficiency, with the exception of those established as a result of technical progress. Enterprise plans envisaged the fuller use of capacities both in terms of work schedules and in terms of equipment workloads. Enterprises in the oblast have been operating on an 8-hour day in three shifts for many years. Around 20 percent of the workers--teen-agers and nursing mothers--work a part-time day. All foreseeable work stoppages were taken into account.

Most of these enterprises were built 100 or 200 years ago and consisted of numerous low buildings of various sizes with their floors at different levels, a dense network of support beams and insufficient ventilation. Often production and auxiliary facilities were in an unsatisfactory state and did not have enough sanitary conveniences. It was impossible to install modern technological equipment and establish the necessary production and personal conditions at the old enterprises. All of this resulted in a high rate of personnel turnover and inhibited the development of production, the augmentation of output and the improvement of product quality.

The oblast CPSU committee and party organizations in the oblast in charge of the work to heighten production efficiency chose retooling and remodeling as the best solution to the problem.

A headquarters was set up under the supervision of the party obkom first secretary to supervise the retooling and remodeling process. It consisted of the obkom second secretary, the chiefs of the Ivkhlopprom and Ivpromtekhnokan' associations and the directors of GPI-6 [State Planning Institute No 6] and IvNITI [Ivanovo Scientific Research Textile Institute]. The headquarters coordinated all work in the oblast.

The GPI-6, IvNITI and other project planning, design and research organizations worked out a comprehensive system of measures under the supervision of the headquarters for the retooling, remodeling and modernization of enterprises with a view to higher labor productivity and a larger output of consumer goods of better quality.

As a result of the summarization of progressive experience in the modernization of equipment and the incorporation of scientific and technical achievements at the disposal of oblast enterprise collectives, the following were substantiated as the most effective ways of carrying out the system of measures:

The incorporation of highly productive pneumomechanical spinning in combination with shuttleless weaving;

The modernization of existing equipment;

The incorporation of new technological processes and the creation of automated production units;

A higher level of production mechanization;

The enlargement of production areas and of auxiliary production units;

The considerable improvement of working conditions to make the work more appealing to youth, and the improvement of personal conditions for workers;

Environmental protection.

The distinctive features of the retooling, remodeling and modernization of textile enterprises are the compilation and use of original designs, the organization of large-scale operations without halting production, the exclusion of the possibility of product losses and the subsequent augmentation of production output with maximum reduction in the size of the industrial staff. In addition to the replacement of equipment and the enlargement of existing production areas in factories and combines, detached production buildings were constructed and automated production units were established.

All of these measures necessitated a considerable volume of construction and installation work connected with the replacement of building support structures and wooden flashing between floors, the modification of the network of support beams, the reinforcement of foundations and the construction of supply lines and personal facilities. Most of the work was performed by the enterprises on their own and took less time than the construction of new factories.

When it was time to carry out measures for the technical retooling of existing enterprises, specialized construction organizations were employed, but 11 mobile mechanized columns were also created and existing factory construction divisions were enlarged by raising the number of construction personnel to 4-6 percent of the total staff. The enterprises made extensive use of their authority to finance the construction of auxiliary facilities and supply lines costing under a million rubles with capital repair funds and also used the funds of USSR Stroybank. This considerably increased the amount of construction and installation work performed by the enterprises on their own, which rose to 62 percent over the 1970 figure just at cotton enterprises in the oblast. The annual volume is now estimated at 15 million rubles.

Specialists from GPI-6, who were responsible for all design work, made a significant creative contribution to the remodeling of enterprises in the oblast. They developed and used new progressive methods in the design of textile production building. High-rise buildings with natural light and separate production and technical floors were designed. Equipment was situated according to the assembly principle, allowing for the quicker incorporation of self-contained complexes.

The amount spent on the development of textile and light industry enterprises in the oblast and the improvement of working and personal conditions for personnel between 1971 and 1980 was 1.059 billion rubles, or 2.3 times as much as during the previous decade. New equipment was installed: 254,800 spindles and doublers and 7,802 looms for the manufacture of 167.6 million meters of fabric a year. During this period, 61,000 pieces of new technological equipment were installed, 126,000 tools and machines were modernized and outdated equipment in existing

enterprise shops was replaced with 560,000 spinning looms, 204,000 automatic spindles and 22,000 weaving looms. More than half of all the worn and obsolete equipment was replaced in just 10 years.

Equipment accounted for 74 percent of capital investments during the Tenth Five-Year Plan and construction and installation work accounted for 26 percent.

When outdated equipment was replaced and the new machine tools and machines were situated in accordance with current standards, production output would have had to decrease unless additional measures were taken to enlarge production areas and augment capacities. According to the calculations of the GPI-6, losses in output resulting from the replacement of mechanical tools with automatic units under these conditions represent 8-20 percent of the total output, and the figure rises to 14-17 percent when ring-spinning machines are replaced with pneumo-mechanical units. For example, if only existing production areas would have been used between 1971 and 1980 and the 17,700 pieces of outdated mechanical looms in these areas had been replaced by automatic units, raw fabric losses would have amounted to 476 million square meters.

This is due to the fact that the dimensions of new machine tools grow more than their productivity. Besides this, new tools must be installed in accordance with progressive lay-out norms and in accordance with labor safety regulations, while the old tools were situated closer to one another.

However, when the enterprises were remodeled, production areas were enlarged. For this reason, when additional facilities and structures were erected for 7,802 new tools, the output of raw fabric in 1980 was 146.3 million square meters, or 7.5 percent greater than the 1970 output, and if we include the losses prevented by the replacement of mechanical looms with automatic ones, it was 622 million square meters, or 28.5 percent, greater.

The capacities of spinning production units were augmented by 110,000 spindles during this time, and the output of cotton thread increased by 13,800 tons, or by 4.5 percent. According to GPI-6 estimates, however, the replacement of 1,800 ring spinning machines with pneumomechanic units should have resulted in thread losses of 50,000 tons, or 16.6 percent. If these prevented losses are included, the thread output increased by 63,800 tons, or 23 percent.

A characteristic feature of production units in Ivanovskaya Oblast was the combination of retooling and remodeling with the enlargement of shops and divisions needed for the augmentation of production capacities when the new equipment was used.

The effectiveness of retooling and remodeling in comparison to new construction is corroborated by the following data. The retooling, remodeling and enlargement of existing enterprises cost 25-30 percent less than the construction of new enterprises with a production output equivalent to the increase in the output of remodeled enterprises.

The augmentation of production capacities at the Furmanov Spinning and Weaving Mill No 1 as a result of remodeling raised the wholesale cost of its production output from 38.7 million rubles to 68.2 million, or 76.2 percent. The cost of building a

new mill with a capacity equal to the output increment after remodeling would have been 30 percent higher.

As a result of retooling and the replacement of unproductive technological equipment at the Ivanovo Order of Lenin Worsted Wool Combine imeni V. I. Lenin, spinning production units were equipped with 94,700 spindles instead of 85,900, weaving units were equipped with 1,122 looms instead of 1,072, and the capacity of the finishing shop rose from 22.6 million meters of fabric to 26.6 million. The increase in profit totaled 15.3 million rubles a year. Capital investments totaling 8.3 million rubles were recouped within 6 months. The construction of a new enterprise capable of producing an output equivalent to the increase after remodeling would have cost 22.4 million rubles, or 3 times as much as the retooling. The new capacities at the combine were incorporated ahead of schedule.

The remodeling of the Yakovlev Order of the Labor Red Banner Linen Combine augmented capacities by 14,000 spinning machines and 794 looms and led to the mastery of new production: jacquard tablecloths, linen-blend bedspreads and other products of the highest quality category totaling 8 million square meters. The value of production output rose from 73 million rubles to 156 million. Labor productivity doubled. This required capital investments totaling 21.7 million rubles, but they were recouped in 2.5 years instead of the average 4.5 years. The construction of a new linen combine with a capacity equivalent to the growth of output after remodeling would have cost 55.6 million rubles, or 2.6 times as much. These examples, which represent the experience of many enterprises, clearly illustrate the effectiveness of retooling and remodeling in comparison to new construction.

Besides this, as a rule, advance payments for remodeling are compensated for more quickly than payments for new construction. This is due to the quicker incorporation of remodeled capacities in comparison to new ones, as the highly skilled enterprise workers who are directly involved in the retooling process learn everything about the new equipment and technological processes during the retooling work.

Projected technical and economic indicators are reached 3-3.5 times more quickly at remodeled enterprises than at new textile facilities in other parts of the country.

At the same time, there are certain factors which have a negative influence on retooling and remodeling, such as the following:

The higher price of the new equipment in comparison to replaced equipment is in excess of its higher productivity. For example, the BD-200r pneumatic spinning loom costs 6.4 times as much as the P-76-5M spinning machine but is only 2.7 times as productive; the ATPR-100-2U loom costs 4 times as much as the AT-100-5M loom but is only 1.5 times as productive. In other words, the higher price of new equipment is twice as great, and sometimes even more, as the rise in productivity;

New equipment uses more energy; on the average the increased power of new electric engines is 40 percent greater than the increase in productivity;

The simple replacement of worn and obsolete equipment with new equipment without the enlargement of production facilities would reduce production output because the dimensions of new equipment grow more quickly than productivity. For example, the STB-2-220 tool is 2.9 times as large as the Platt firm's tool but is only 1.2 times as productive. The average increase of 22 percent in the productivity of looms is far below the increase in dimensions, producing a corresponding reduction in production output per square meter of production area. This also applies to the replacement of old spinning equipment with new units.

To neutralize these negative factors and heighten the operational efficiency of textile enterprises, additional structures and facilities were erected. This enlarged production area and compensated for the product losses resulting from the larger dimensions of technological equipment and from the utilization of some production areas for ventilation systems and sanitary facilities for workers.

The planning of remodeling (and retooling) with the simultaneous enlargement of enterprises was taken as a basic guideline.

High-rise buildings were designed and constructed, and this made it possible to expand production in spinning, weaving and finishing shops with a minimum increase in territory, and sometimes with no increase at all. This was important because most of the enterprises are located in cities with the highest building density in the oblast.

These architectural designs have the superior feature of allowing for the incorporation of completed capacities before the entire construction (or remodeling) project has been completed. For example, the construction of the spinning building at the Furmanov Factory imeni 50-letiya SSSR began in 1973 but the capacities of four completed sections were incorporated in December 1974 and April, August and November 1975. This experience was utilized in the enlargement of the Weaving Mill imeni 8 Marta, the spinning production unit at the Factory imeni S. I. Balashov and others. The latest scientific and technical achievements were used extensively in accordance with the program for the retooling and remodeling of enterprises. Some 666 inventions and 162,000 efficiency proposals were incorporated and produced a total annual economic savings of 92 million rubles.

For example, with the active participation of Academician A. P. Aleksandrov, president of the USSR Academy of Sciences, magnetic units which automatically stop feeding roving into the spinning machine when the thread breaks were developed for the first time in our country and incorporated in wet spinning shops. They have cut waste by 9 percent, reduced the workload of the spinner and produced a savings of 925,000 rubles a year.

On the basis of IvNITI plans alone, 89 automated and updated flowlines were installed at oblast enterprises, producing an annual savings of 7.5 million rubles. The employment of all the plants of this institute at oblast enterprises produced a savings of 24 million rubles during the Tenth Five-Year Plan.

The use of "stack-belt" flowlines in spinning preparatory units augments labor productivity by 12 percent and the productivity of equipment by 25 percent and produces a savings of 15-20,000 rubles a year per flowline.

The special design bureau for mechanization equipment suggested a new cassette method of releasing thread from spinning machines. This freed 2,000 manual laborers and heightened labor productivity by 15-20 percent. At present, 100 percent of the wefts and 90 percent of the main spinning machines are operating according to this method.

Many of the designs of Ivanovo scientists are equal to the best world achievements in science and technology. The work performed by the Ivanovo Technological Chemical Institute and IvNITI during the years of the remodeling work deserves special mention. For example, all-purpose azeotropic technology was developed on a high technical level for dye-setting and the stabilization of textile linear dimensions during dyeing and printing processes. The azeotropic model was produced, tested and resulted in an annual savings of 3.65 million rubles. Its technology and design are protected by ten author's certificates and are patented in the FRG, Japan, France, Italy and Holland.

A new technology was developed for mercerizing and the related processes of dyeing, sizing and finishing cellulose materials in a liquid ammonia medium. These developments are protected by author's certificates in the USSR. The thread sizing and mercerizing method is patented in the United States and Canada.

A technological assignment has been drawn up for the design of an all-purpose line for the final finishing of cotton, viscose, staple and linen fabrics. The first model of the LZO-140 line was designed and developed by the Ivtek mash Association, tested at the Kokhoma Cotton Combine and approved for series production by a state commission. The savings resulting from the use of 128 such lines will be 23.9 million rubles. The designs are protected by author's certificates, and the line and technology are patented abroad.

These are just some of the examples of the contributions made by Ivanovo scientists, designers and technologists to the total system of measures for the retooling and remodeling of enterprises.

During the Tenth Five-Year Plan there was a movement in the oblast to expand equipment maintenance zones and thereby free many workers from production. As a result, the demand for workers of the mass professions was reduced by 4,841 men at enterprises of the Ivkhimprom Association and by 2,876 at enterprises of the Ivpromtekhnokan' Association. The actual maintenance zones at Ivkhimprom enterprises exceed the branch norm by 26.2 percent for spinners and 25.7 percent for weavers. The respective figures at Ivpromtekhnokan' enterprises are 34.6 and 29 percent.

But the reserves connected with the augmentation of maintenance zones and labor productivity have not been exhausted. Experience has shown that the introduction of the brigade form of labor organization and incentives will increase opportunities for the combination of professions and the expansion of equipment maintenance zones. Larger brigades with wages paid according to comprehensive rates and then distributed according to participation create better conditions for the interchangeability of workers who have mastered related professions.

Brigades of the new type, paid according to final results, began to be organized in 1980 at enterprises of the Ivpromtekhnokan' Association. At present, 3,465 people are members of 207 such brigades. In 1981, 32.2 percent of all workers will be members of these brigades.

An analysis of data from individual factories indicates that Ivkhlopprom enterprises could also use this form, as attested to clearly by the experience of the Ivanovo Weaving Mill imeni 8 Marta, where the brigade form of payment according to final results has resulted in an annual rise of 12-15 percent in labor productivity.

During the Tenth Five-Year Plan, most of the retooling and remodeling projects were conducted mainly by enterprises, but much of the work was performed by 11 mechanized columns. Mobile mechanized columns were set up within textile factories because Ivanovskaya Oblast did not have a strong enough mechanized construction base for the rapid construction of additional facilities for weaving mills.

The mobile mechanized columns are modeled on rural construction organizations. They have their own construction equipment and are authorized to raise wages by 30 percent. Mobile mechanized brigades (of cement workers, masons and others) are given a guaranteed wage for the completion of work on schedule or ahead of schedule. A bonus of 30 percent is paid for work completed ahead of schedule. One of the positive features of the organization of work in the mechanized column is that part of the amortization fund, designated for capital repairs, can be used as an above-plan source of financing for construction work.

As a result of the creation of mobile mechanized columns, oblast textile enterprises were able to organize quicker construction work and plan for the incorporation of production equipment in a definite sequence.

One of the main results of the retooling and remodeling of these enterprises was that the higher technical level of production was accompanied by social measures. In accordance with the social program, considerable improvements were made in the production, sanitary, sociocultural and housing conditions of workers. A total of 208.2 million rubles was spent on these improvements.

Oblast factories and combines have been equipped with 1,687 new and remodeled ventilation units and 680 new air conditioners. More than 1,000 people, including 709 women, have been released from heavy and hazardous labor.

More than 1.2 million square meters of living area and pre-school establishments for 6,510 children have been built for textile and light industry workers. Total childcare establishments can now accommodate 40,300 children, which not only completely satisfies the demand for them but has even created a slight reserve: There are 34.5 accommodations per 100 working women, instead of the standard 27. When the social program was being carried out, special communal living facilities were built for young workers and homes were built for small families. Palaces of culture, clubs, polyclinics, hospitals and consumer service enterprises were also built.

As a result of these socioconsumer measures, the rate of personnel turnover dropped from 17.7 percent in 1970 to 12.8 percent in 1980. There has been a decrease of 12 percent in absences due to illness and a 26-percent decrease in industrial accidents. The reduction of production noise and dust, the enlargement of passageways, the installation of automated equipment and the improvement of sociocultural and housing conditions have enhanced the prestige of worker professions and are keeping personnel at enterprises.

The retooling of production, the institution of spindleless spinning, the installation of pneumomechanical spinning machines, the introduction of shuttleless weaving and the installation of pneumatic blade, microshuttle and pneumatic looms have changed the skill requirements of personnel. There has been a 28-30 percent reduction in the need for workers of the third category (thread extractors, battery chargers, feeders and winders) and a rise in the need for workers of higher skill categories. The oblast system of personnel training in specialized vocational and technical institutes and directly at enterprises played a significant role in the timely provision of production units with skilled manpower.

The vocational guidance and occupational training of students are practiced on a broad scale in the republic. All textile industry enterprises are sponsors of general educational schools. Students in the ninth and tenth grades receive occupational training at these enterprises. They are trained in the main textile industry occupations and the occupations connected with the maintenance of technological equipment.

The retooling, remodeling and modernization of enterprises according to plan augmented 1980 production volumes by the following amounts in comparison to 1970 volumes: The gross product was 853.2 million rubles, or 23.2 percent, greater, and respective figures for other volumes were 13,800 tons, or 4.5 percent, for the thread output, 146.3 million square meters, or 7.5 percent, for the output of raw fabric, and 184 million square meters, or 12 percent, for the output of finished cotton fabrics.

Labor productivity was augmented by 40.2 percent. As a result, the level of productivity per worker in the textile industry in the oblast was 13 percent higher than the branch average. The number of workers was reduced by 27,400, including 6,000 weavers, or 40 percent of the previous number.

The higher rates of labor productivity and elevation of worker skills were also reflected in the average wage, which rose from 106 rubles in 1970 to 163 rubles in 1980. The wages of workers in leading professions increased even more: from 140 to 217 rubles for spinners and from 123 to 209 rubles for weavers.

Therefore, the retooling and remodeling of textile and light industry enterprises in Ivanovskaya Oblast produced considerable results by raising the technical level of production and improving sanitary, hygienic, sociocultural and housing conditions and will ultimately have a positive effect on the development of the oblast economy and the enhancement of the working public's well-being.

The experience of oblast enterprises should be recommended to other regions, particularly where there is no developed construction base.

Some organizational and technical measures of general significance should be taken for the successful accomplishment of retooling and remodeling operations in other regions and future operations in Ivanovskaya Oblast.

For example, the coordination of plans and the activities of enterprises and organizations of various ministries and departments and the provision of enterprises with the necessary resources on schedule presented great difficulties in the management of retooling and remodeling projects. Individual regulations and orders cannot replace a precisely regulated work program.

In recent years the expediency of the maximum development of special-program planning has been recognized. The decisions of the 26th CPSU Congress envisage "the more extensive use of special comprehensive programs as organic elements of state long-range plans for economic and social development. These plans must be substantiated more thoroughly and must focus on final results and the resolution of specific scientific, technical, economic and social problems."*

The special comprehensive program is aimed at the attainment of a specific goal and a specific final result. It unites all of the elements necessary for the attainment of the special final result (co-executors, resources, etc.). The program is precisely coordinated according to plan deadlines, executors and subgoals.

It would seem that special-program planning should be used primarily for the organization of the retooling and remodeling of large sectorial groups of enterprises on the regional scale. The comprehensive special retooling program would specify the necessary stages of the work, assignments coordinated according to deadlines and participating ministries, departments, associations and enterprises, and the provision of each with the necessary resources. On the one hand, it would unite the efforts of all persons involved in retooling and remodeling in the region and, on the other, it would envisage corresponding assignments and resource support in the state plan.

It must be said that the quality of the new equipment delivered to textile enterprises, especially that of the Ministry of Machine Building for Light and Food Industry and Household Appliances, does not always meet current requirements. Design and manufacturing defects must be corrected by machine builders.

The retooling and remodeling of enterprises must always be accompanied by improvement in the production and organizational structure of associations and administrations.

It is also significant that the important socioeconomic results of retooling and remodeling are not taken into account in the now outdated (ratified in 1973) Instructions for Determining the Economic Effectiveness of Capital Investments in Light Industry. New instructions, reflecting accurately the effectiveness of capital investments in the remodeling of textile enterprises, should be compiled with the aid of standard methods and with consideration for the requirements governing the renewal of fixed capital in light industry.

* Ibid., p 198.

It will also be important to envisage certain measures in the organization of wages, particularly with regard to financial incentives for the comprehensive brigades involved in work which raises the technical level of production.

The State Committee of the USSR for Science and Technology should organize the preparation of detailed informational materials for the extensive study of this experience and its use in other regions and branches.

Retooling and remodeling represent one of the basic ways of accelerating technological progress and can solve major socioeconomic problems. For this reason, the experience of workers in Ivanovskaya Oblast deserves to be widely publicized.

COPYRIGHT: Izdatel'stvo "Ekonomika", "Planovoye khozyaystvo", 1981

8588

CSO: 1828/40

LABOR

ESSR CHAIRMAN, STATE COMMITTEE FOR LABOR ON REPUBLIC LABOR FORCE

Tallinn RAHVA HAAL in Estonian 15 Dec 81 p 2

[Article by Vasily Konstantinov: "Conservation of Labor Is the Key Task"; passages in boldface enclosed in slantlines]

[Text] In his speech to the November plenum of the CPSU Central Committee, Comrade L. I. Brezhnev stressed that "the current demographic situation demands a better utilization of labor resources." The materials of the 26th CPSU Congress also stressed that a careful and economic attitude toward labor resources would become especially important in the conditions prevalent in the 1980's, and that many economical, technical, social, and educational tasks must be solved so that the above-mentioned goal can be met.

In our republic there is an added peculiarity in that the number of members of the labor force in general is expected to decline during the current 5-year period, but a small increase in the number of males is to be expected at the same time. This means that the situation in those plants and organizations with a predominantly female labor force is going to be especially tenuous. /In such demographic conditions the fulfillment of the tasks of the 11th Five-Year Plan will depend primarily on an intensification of production and an increase in productivity./

/The Comprehensive Program for Increased Labor Productivity currently being compiled in the republic at the direction of the ECP Central Committee for the 11th Five-Year Plan and the period up to 1990 is designed to help solve the tasks facing enterprises and the construction industry. For example, the program must assure that total industrial production will rise without an increase in the labor force, with labor in operating industries actually declining by 1-2 percent./

/The Imposition of Limits on Labor/ according to party and government directives on further perfecting the economic mechanism is an important factor in intensifying production and saving labor. Work in this direction is underway in the republic and has already had positive results.

The importance of scientific work management (SWP) for increasing labor productivity is well known. SWM measures decreased labor requirements and resulted in an increased labor productivity of 5.8 percent during the last 5-year plan.

The ESSR Council of Trade Unions, the Committee of People's Control and the State Committee on Labor arranged for an audit of labor productivity reserves, so as to ascertain possibilities to increase productivity in our republic's industry and construction through improved work management reduction of downtime, etc. In the course of the audit in 1980 alone, 13,000 workers and engineering-technical personnel of industrial plants made more than 8,000 suggestions to accelerate the growth of labor productivity; almost 2,000 construction workers made more than 1,000 suggestions. About half the suggestions have already been implemented and have resulted in savings of 4.5 million rubles and 2,100 staff positions. For example, an improved management of metalcutters' work in the Estonian Fishing Vessel Repair Production Combine resulted in savings of 78,000 rubles per year and an increased productivity of 6 percent. In the "Norma" production combine workers N. Ivanov and V. Vassetchko began to service five machines, thus increasing productivity by 8.2 percent. The audit of labor productivity reserves will continue this year.

/The planning of scientific work management must be improved./ The quality of SWM plans compiled for the 11th Five-Year Plan has generally improved, but often ministries and industrial plants fail to consider all the possibilities when compiling their SWM plans, and do not meet the directives of the republic's government that call for a rise of labor productivity of at least 1.5-2 percent annually through the application of SWM measures. Enterprises, ministries and other collectives, as well as the Committee on Labor will have to pay more attention to the meeting of these tasks.

/A decrease of lost time is primarily dependent on the management and stimulation of work; educational work being done in the collectives accompanied by demands and control measures is also very important./ In the 10th Five-Year Plan period all-day absenteeism in our republic's industry decreased by 15 percent. The results of the first half of 1981 bear witness to a further decrease in absenteeism.

In exemplary industrial enterprises, such as the production combine "Eesti Plevkivi," the Kivioli Oil Shale Chemical plant, the "Ilmarine" plant, the "Standard," "Norma," and "Flora" combines, in the "Tekstil" factory, and in several other places absenteeism is 3-5 times lower than the republican average. But there are also enterprises where insufficient attention is paid to conserving working time and work discipline, and as a consequence great losses of time occur due to unauthorized absenteeism and administrative leave. Thus it is, for example in the Tallinn Grain Products Combine imeni V. Kingissepp, the Valga Grain Products Combine, the Tallinn Perfumerie and Edible Fats Combine the "Vtochermet" production combine, in the factory "Eesti Kaabel."

/A mechanization of manual work must exert great influence on intensification of production. Currently 39.7 percent of the workers of our republic's industry are currently doing manual work (not counting maintenance workers and installers)./

/A certification of manual labor/ must be the basis for reducing such work in a planned manner. In the course of certification measures were planned to free in 1980-1981 more than 8,000 persons from manual labor and to reduce the difficult manual labor share for 13,000 persons. The results of the certification showed that the number of manual laborers could be reduced in our republic

during the 11th Five-Year Plan period by an average of 2.4 percent per year, but many ministries, other collectives, and union-controlled enterprises planned to do that by an average of 1.8 percent annually. Thus, the results of such an extensive and necessary job as certification have not yet been fully realized.

/In the propagation of exemplary experiences a particular part is played by an inter-brigade management of works and remuneration according to final results./ Within a brigade the individual responsibility for collective work results increase, it guarantees an extensive familiarization with related specialties, which in turn has a favorable effect on increasing productivity, reduced job monotony, and the development of each worker's creative abilities.

According to the ESSR State Committee for Labor, 126,100 workers were engaged in brigades on 1 July 1981, i.e., an increase of 5,000 workers over the same period last year.

Among the Union-Republic ministries work by the brigade method is most widespread in enterprises of the ESSR Meat and Dairy Industry, Procurement, and Food Industry ministries, where 39.4-55 percent of all workers are employed under that system. Among enterprises subordinated to the Union collective methods of work management have shown favorable results in the RET collective, the "Ilmarine" plant, etc. In the RET collective 85 brigades (798 workers) are working under uniform work management, utilizing participation factors. In that enterprise the goals for increasing labor productivity have been constantly surpassed since 1 July 1980.

In the "Ilmarine" factory where the brigade method of work management was put into extensive use in 1978 the brigades headed by E. Piirima and V. Matsuki have each year increased labor productivity by at least 10 percent. By 1 July 1981 more than half the workers (417 persons) were working there on the basis of uniform work management, with the vast majority of the brigades employing a coefficient of labor input.

According to the decisions of the 26th CPSU Congress brigade work must become a basic method for managing and stimulating work during the 11th Five-Year Plan, but according to current data ministries and other collectives plan to include only 30-40 percent of the workers in this method by the end of the 5-year period.

There is too little being done in the way of comparative analysis of the results of the workers' brigades and the propagation of their achievements. Such indifference toward the generalization and widespread utilization of exemplary experiences is impermissible.

/In a search for ways to intensify production attention must also be paid to the Shchekino method./ By 1 January 1981, 22 industrial enterprises, 28 Estonian Merchant Marine crews and 47 "Estonian Fish Industry" ship crews had been transferred to this method in our republic. The national economy of our republic is more inclined to use single elements of this method, primarily the accommodation of skills and the expansion of service spheres. During 1980 the use of elements of the Shchekino method resulted in a reduction of 1,322 positions of industrial personnel and a savings of 2,129,300 rubles in salaries.

The implementation of the Shchekino method is unsatisfactory in the ESSR Construction Materials Industry Ministry, the Ministry of Timber, Pulp and Paper, and Food Processing Industry, the Fishery Administration, and in several other places where the method is not being applied in a comprehensive manner.

The deficiencies in this area are due to the insufficient attention paid by the collectives of ministries, state committees, etc. to an essential reserve for saving labor resources, and especially due to the fact that there are no stable salary norms or budgeted funds, and that the planned tasks of enterprises are often changed. /Each ministry and collective must immediately determine the base enterprises for a comprehensive application of the Shchekino method, and implement that method in all the other enterprises in subsequent years./

/In the extension of workers' professional qualifications and the organization of teaching related skills/ engineering-technical personnel must play an important part. There are almost 190,000 specialists with college or mid-level specialist skills employed in the ESSR national economy, and that number is increasing each year by 7,000-8,000. For every thousand workers there are currently more than 100 specialists with college education and 140 with mid-level education. Thus, there is a fully adequate engineering-technical cadre that is needed to direct and assist workers in increasing their qualifications directly on the job.

In the national economy more than 30,000 persons a year are studying new skills without interrupting their production, 68.8 percent of all workers raised their qualifications during the 10th Five-Year Plan. There are many examples of a skilled application of this work. For example, in the "Eesti Põlevkivi" combine a solid training and production base has been established to train 970 persons, with a full staff of qualified teachers and instructors. Effective methods are used to train and raise the skill levels of workers, for example, course and group methods were used far more than the republic's average during the 10th Five-Year Plan period. A well-planned method to prepare the staff, to raise skill levels and to reduce labor volatility is one of the factors that has enabled the collective to be successful in production and in socialist competitions.

Good examples are also provided by the "Eesti Kalatoostus" collective, "Eesti Energia," the Light Industry Ministry and the Ministry for Truck Transport enterprises.

In our republic as a whole, however, the training of skilled workers is still taking place using an individual training method. During recent years an average of 39.7 percent of workers (this figure is practically unchanged since 1977) have either acquired a specialized skill or raised their qualification levels with the help of course methods. Schools of exemplary labor skills and methods are still being little used.

One of the reserves for better labor utilization lies in the teaching of additional skills, but in 1980 only 2 percent of all workers acquired a second specialty.

I have referred to the most important questions regarding conservation of labor resources, intensification of production, and increased labor productivity that fall within the purview of the State Committee on Labor. The examples were mostly drawn from industry, but this does not mean that the problems apply only to industry: similar problems are faced by transportation, construction, agriculture, as well as nonproductive branches.

I can only stress that the rational use of labor and the immediate application of means to intensify production are the main means, I would say the very key, that will lead to the solution for the tasks facing our national economy.

9240

CSO: 1815/13

LABOR

NOTES ON LABOR IMMORALITY

Novosibirsk EKONOMIKA I ORGANIZATSIYA PROMYSHLENNOGO PROIZVODSTVA in Russian
No 11, Nov 81 pp 65-77

[Article by economist G.F. Geller, Ternopol': "Business Idleness. Notes on Labor Immorality"]

[Text] After a meeting of the bureau of the party gorkom, at which the work of the enterprise had been discussed somewhat acromoniously, I went home with Sergey Fedorovich S., the director of a large plant.

"Well," the director remarked wryly, "they let me have it all right." And then he asked: "Can you explain to me why many production questions are resolved slowly, superficially, only formally? There is always something you haven't thought of, haven't worked out. Of course, I am primarily to blame for that. But why do dozens of specialists work at some kind of slowed down rate, at low revs, at it were? None of the regular, senior, leading, even chief specialists want to take the responsibility for a plan failure and they are not slow to push this responsibility down to whatever or whoever they can. You know, it is not so complicated to stand up on a platform and say: 'I agree, we are to blame.' But how hard it is to say the words "Sorry, I am to blame." And yet this kind of approach is basically immoral. And I, obviously, am a director without talent if I shrink away in front of immoral people," Sergey Fedorovich concluded.

I found it difficult to say anything to him, except that no one gives birth to immoral (or for that matter highly moral) workers; they just get that way. And something either encourages this or prevents it.

The Situation in the Department Is Normal

Just walk along the corridor or go into the rooms in the departments of the plant managements, planning and scientific research institutes, or ministries and administrations somewhere in the middle of the month. Some of the staff are gathered in groups, engaged in endless conversations. Others are hurrying off to somewhere with a businesslike look about them, ostentatiously pressing bundles of paper made up of what are obviously business papers. Yet others are sitting at their desks, with the drawer half open. It is usually these you approach with your question. The first thing that happens is that the drawer is snapped shut: this "foreigner" should not see what is there--a detective novel. As he walks about the corridors and rooms the "foreigner" learns that the bosses are in conference, and without them nothing can be decided....

Once I happened to hear a conversation in the personnel department. Senior engineer for standardization L.P. Sokolova had brought in her letter of resignation.

"What is it that you do not like? The pay, the housing?" the personnel chief asked Lyudmila Petrovna.

At first she was silent, then she explained unwillingly: "It will probably seem a strange reason to you why I am quitting. I don't know what to do with myself half the day. And I like to work quickly. Some of my colleagues spend their time reading magazines and books, calling it political training; others are heavily engaged in public activities. You have obviously heard that our department won first place in the competition for the best knitted hat... I'm not interested in any of that. I want to work!"

Some days later an application arrived from Mariya Ivanovna Nechiporenko, an engineer in the material-technical supply department: "I cannot work with the department collective. I request a transfer back to the shop, to my former duties."

As a member of the social department I talked with her.

"The situation in the department is quite normal and no one should stop you from working," I said.

Mariya Ivanovna laughed bitterly.

"You know nothing. Or you don't want to know. They loaf about for hours with magazines and then they discuss the good and bad points about some little thing they have purchased. They take entire days to make up an order that one person could do in a couple of hours. From time to time the deputy director gives us a talking to. Their answer is usually 'We have lots of work to do! We are hard at it, just see for yourself, we are short-staffed.' After the regular talking to the race begins. They do the calculations carelessly. Some things are forgotten, others are settled up in the orders, overstating the requirements.... I just remarked to our senior engineer (and she is younger than I am) that if the shop workers had this kind of attitude I don't know what would happen to the plant. She answered me directly: 'Stupid people--they are the ones who come here only to work. You would think that they give you more pay and bonuses than I get.' Since then I have had a reputation for being unsociable, a disagreeable person. They started to shun me. No, It's better in the shop, the workers there don't dawdle."

These were the kinds of meetings and conversations I had.

Of course, we should not generalize. There are departments at this plant where the situation is different. There are such departments everywhere. But are there not too many little breaks even in these departments? Are we unable to get through on the telephone or find the worker we want just a little too often? And perhaps they are superfluous, hired simply to fill a vacancy.

A Hundred Rubles for the Diploma.

In 1978 one of the enterprises in Alma-Ata (I worked in Alma-Ata for many years) concluded an agreement with the central scientific research institute in its sector

for drawing up recommendations for creating a stable production collective. For a year not a single member of the institute visited the enterprise. At the end of the year, seeing that the recommendations had not been drawn up, the enterprise chiefs refused to sign the "Act of Introduction," or to pay for "work completed." The deputy director for science at the institute was really indignant about this kind of "lack of decency" and he sent several telegrams (in the last one he expressed a willingness to set things to right the next year), and made half a dozen telephone calls.

Let the enterprise leaders pay the bill (it's only a small sum--R10,000) and sign the "Act of Introduction" for the recommendations that have not been drawn up, and the personnel at the institute engaged in social planning, in addition to the wages they did not earn (that is what I think) would even receive a bonus... for the prompt and good quality work in drawing up the recommendations to create a stable production collective insuring such-and-such an economic and such-and-such a social effect....

This kind of approach by the institute leaders has largely promoted (and is still promoting) the cultivation of an immoral attitude in the personnel of this laboratory (and perhaps in others, also) toward the execution of their duties. Why work an 8-hour day if the leaders, thanks to their prestige, place under their high protection the idleness of their own subordinates?

And then any criticism, any attempt to bring the idlers to book is regarded as encroachment on individuals and insulting to their achievements. Evidently they have no other concept of morality. They somehow have a different understanding of things that are indisputable.

I once remarked to Ol'ga Z, an engineer in the automated control system department, that I wondered why she spent the entire day chatting with her colleagues. You think she was embarrassed, got back to work? She answered:

"My salary is R160: they pay me R100 for my diploma and R60 for my work. And in any case, what business is it of yours how long I spend working? That is my affair!"

Ol'ga Z. is an uncomplicated person, like her answer. But we do encounter more complex situations, have to deal with a whole tribe of such people who are argumentative and prove on a high "scientific" level that their own work has not been done, even not even started for dozens of reasons that are almost of all-union significance. And so "with the sweat of their brow" they have done other current work. And outwardly everything is extremely seemly and respectable. In essence, however, things are quite different: people are reluctant to do their own basic and obligatory work if it will add even 1 hour to the 3 or 4 they are accustomed to work. So what, they will be paid even without this work. And God forbid that the plant leaders should say this to the deputy director of the central scientific research institute! He would be so embarrassed....

Economic Nuances.

A number of the rules for our economic activity (not only internal plant rules) need legal backing, even the protection of law. In some situations they acquire a certain strength of nuance, act in fact as unwritten laws that go beyond the limits of some of the more laborious (and sometimes even dangerous!) written laws.

Say that suppliers have failed to deliver some of the materials, parts and articles envisaged by the plans, schedules, contracts and specifications for materials. They are guilty. For this they should be fined, since trade fines industrial enterprises for failure to deliver consumer goods in the plan products list. The fines would affect the financial results of the guilty ones' activity. But the fines were not imposed, or imposed only symbolically.

What is this? Inadequate rights for the leaders of the client enterprise? Perhaps. But there is a more sensible, worldly logic here: if today you impose the fine "all the way" tomorrow the supplier will find a thousand reasons for not delivering to you in good time (or at all) the materials and parts reckoned for the materials fund, and you will lose rather more.

To the point, the main reason for the plan breakdown at the plant where Sergey Fedorovich was director was nonfulfillment by a supplier of contractual obligations to deliver essential electric motors.

"Of course I can fulfill the plan," he told me. "I can. But this boring mess has to be sorted out."

"Sorted out" does not mean pushing everything onto the suppliers. The plant is experiencing a shortage of the most important materials, and is operating "from hand to mouth." Because of this, as they write in the official inspection reports, there are technical and organizational stoppages. They talk of nothing else at all the meetings and planning meetings. And suddenly, at the end of the month the plant has fulfilled the plan. Postscripts? None.

The plan was simply that it envisaged the actual reserves that figure in no official document because in no official report are there any indications of stoppages, excess numbers of workers or reserves in production capacities....

As a rule, the superior organization not only agrees with this kind of approach to planning but even itself holds reserves with which enterprises who fail can correct their plans "when there is a black month or quarter."

Many plant workers see all this and understand it. At first they were amazed how this could be after having had a stoppage for half the month for one reason or another and yet fulfill the plan and even get a reputation for being leading workers. Then they stop being amazed. Finally they become indifferent to everything that is happening at the plant, except, of course, for any sharp criticism or extra bonuses coming their way. The indifference is immoral and frightening. Especially collective indifference. And "sorting it out"? Is this better from the moral standpoint? Of course, it is best to operate normally, a full working day right from the start of the month. Indifference results largely from the fact that even their "own" ministry is incapable of forcing a partner ministry or other of "their own" enterprises to meet contractual obligations for deliveries promptly and systematically. It is much easier to correct the plan.

Once at a collegium meeting of one of the ministries in the Kazakh SSR, enterprise representatives from the sector asked why written proposals and requests for information frequently remain essentially unanswered or are answered very tardily, while questions requiring fundamental solutions also remain unresolved.

The deputy minister (an intelligent, experienced specialist who is well aware of the needs of enterprises, a man respected by all) half-humorously replied:

"You yourselves are guilty of this. For every important document it is necessary to "fit legs," send a messenger, and personally talk with the executive officer and then constantly remind him about his request...."

Taking advantage of the isolated shortcomings in our system of planning and production management, other people, especially those whose obligations to the state have been defined, unfortunately, not too specifically or precisely, obviously exaggerate the dimensions and extent of neglect and the strength of its effect on practical economic activity. And why? And how! Neglect everywhere is a beautiful reason for "justifying" their own inactivity and purely formal attitude toward things.

Circumstances Should be More Exigent for Us!

A host of orders, decision and instructions is constantly being promulgated by the leaders of enterprises and sectors on the most varied matters and aspects of production management. However, many of these normative and even directive decisions remain unfulfilled or are fulfilled with impermissible tardiness.

"Poor control over execution," some say.

"Orders are issued to be carried out. So why is it necessary to monitor execution?" others ask.

We frequently utter the words "production reserves." And interpret them in all sorts of ways. Meanwhile, the basic production reserve is uncompleted, late, and finally, to put it bluntly, unrealized economic, engineering and organizational ideas and decisions that have not been brought to their logical conclusion. They have all fallen into the "vacuum" that lies between the administrative instance that adopted them and those who should carry them out at the so-called middle level of management.

It seems to us that this vacuum results from the fact that it is difficult to force or even interest workers in the middle echelon to carry them out if they do not. What are "final results" for an employee or a senior engineer in a supply administration? A number of written documents, documents on data that have been prepared, procedures in secretarial work, the "inputs" and "outputs."

Whereas the quantity and quality of labor by workers and line engineering personnel engaged directly in the shops is subject to scrutiny and we can evaluate their work, this is impossible to do with people engaged at the higher levels of production management, primarily in the middle echelon.

For example, can we define the optimal numbers of personnel who insure the most efficient execution of management work? We cannot. The structure of management subdivisions and the numbers of workers legitimized by unified all-union staff normatives and the salaries paid them is a scheme for salaries for duties confirmed by the regulations of the USSR State Committee for Labor and Social Problems, while the sizes of bonuses are confirmed by standard sector regulations. Neither a

minister nor a general director has the right to deviate from these normative documents. These normatives are worked out as averages for the sector and do not take account of time spent for the most efficient use of official functions under conditions of a specific enterprise, organization or administration. But if the time spent is known then inactivity can also be measured. Perhaps it has already been incorporated into the staff structures of the plant management, the all-union production association, the ministry!

In any management department, no matter how much effort you put into it, you receive the same bonus as your colleague sitting opposite and reading detective novels. Wage-leveling in earnings (from all sources) has become one of the factors of moral degradation among some (even many) engineers.

The specialist becomes accustomed to carrying out his duties at a slow pace and to wasting working time on personal matters. And this begins to suit him. Moreover, he is not suitable for any other position. He will not show initiative if the procedure for implementing it entails extra fuss or strain that will affect him himself. He does everything so as not to upset the normal rhythm or the manner of the working activity. He works "like everyone else," or, more accurately, as a habit. And we call this immorality and try to instil pride and responsibility! A waste of time....

The VAZ method of organizing production management is an example of a proper approach to solving this most complex socioeconomic problem. The program, goal-oriented method of designing the structure and organization of production management and precise definition of final results of labor (and I mean labor) in management wings is the very decision we have longed looked for. The sociopsychological significance of the VAZ method (from the viewpoint of the problem being discussed) lies probably in the fact that its basis is an economically obvious and therefore effective measure for evaluating the effect (and consequently, the contribution) of workers in all services and subdivisions, without exception, on the rhythm, quality and efficiency of operations on the main conveyor line.

Possibly not every enterprise is able to introduce this method in its pure form. The main thing lies in the approach, because the hidden or obvious immorality revealed in the sphere of labor activity can be overcome only by an effective system of demands and evaluations in which the ruble should play by no means the most insignificant role.

The CPSU Central Committee and USSR Council of Ministers decree "On Improving Planning and Strengthening the Influence of the Economic Mechanism on Increasing Production Efficiency and Work Quality," which generalized the experience gained, including at the Volga Automobile Plant, outlined a broad program to improve the management of the national economy. What happens to this program when it gets to the middle-echelon workers--the rank and file, leading and chief specialists and department and bureau chiefs?

If the USSR State Committee for Labor and Social Problems and the ministries and administrations do not set up and implement sufficiently flexible and realistic standard regulations and normatives for planning the numbers of management personnel and material incentive for their labor, then the outcome can be guessed already today.

Possibly all this will seem naive to the wiser experience of the managers and scientists engaged in these problems, but the objective circumstances are often the father of our very actions, the nature of our thinking. Should we not look for the easy road--adapting to circumstances and even taking advantage of them, if only for "our own" enterprises or sector?

I Want To Be the General Director, and I Can.

Some years ago the general director of the "Alma-Ata" furniture production association A.Ye. Puchkov embarked on a complex experiment in which he entrusted the 10-day meetings to his deputies in turn. During the 10-day meetings, Andrey Yegorovich sat imperturbably in his usual place, not interfering with a single word, a single gesture, in the course of the meeting. It was curious that the 10-day meetings were over rather more quickly even though quite complex problems were discussed at them and the leaders of all services and subdivisions participated.

Puchkov quite reasonably thought that he could not reserve for himself all the decisions on production questions. Understanding that not only was he not young, but also not in very good health, he thought that he and no one else should concern himself with insuring a proper changeover of the general director. And, what is most amazing, Andrey Yegorovich made no secret of what he was doing. In brief, he convened his own kind of open competition for training a general director, and after him his deputy, and further down the line to the workers occupying the lower rungs of the administrative ladder. The experiment was not limited to operations. Puchkov entrusted (at the same tactfully checking) his deputies and leaders of subdivisions with independently solving production-and-technical questions. What is unusual about this?

What is unusual is that in other conditions any deputy of any leader can only speak for himself; he can only say that he has achieved such-and-such and thus kind of results, that he, if you like, is ready for advancement. The publicity and democratism in evaluating the work of the managers led to a situation in which the general director passed on part of his powers, and his responsibility, too, to those who because of their positions also had to solve problems and carry the responsibility for them. Let us say directly that at first this was not a very pleasant procedure.

And so, a good idea prompted A.Ye. Puchkov to create a self-regulating system of relationships between the people engaged in production management--a system in which the decisive role was assigned to the psychological and economic effect of feedback: a person is judged primarily from the results of his work.

It is probably impossible to regulate this kind of approach with normative documents. Nevertheless, it should be legitimized. The rights--and the duties--of a first leader should be established for the leaders of functional subdivisions as targets for the size of their contribution to the creation of final results in the activity of an enterprise or sector as envisaged in national economic plans; and from the size and dynamics of this contribution an evaluation should be made of the achievements and shortcomings of a worker, and a decision made on what duties a given specialist can and should carry out, what salary he deserves, and what the size of his bonus should be for quarterly work results.

On this plane the regulations worked out at the "Vatra" production association in Ternopol' on cost accounting for the functional subdivisions of plant management and technical services are of great interest. The essence of these regulations is that for each subdivision priority indicators are established, recording the contribution made to creating final results in the association's activity both at the planning stage and at the stage of actual execution. Say that for the technical services--the departments of the chief designer and chief technologist--the main indicators are the savings and national economic effect from the production of new articles, the introduction of leading technology, mechanization and automation measures for production processes, and the organization of organizational-technical measures. Evaluation of the contribution made is done in accordance with precisely designated service functions from the size of the participation in the total effect. In accordance with the participation, a calculation is made of bonus funds for each subdivision and the bonus for the executor. In short, you have to work for your bonus! If there are measures, if there is an effect from their realization--you get the bonus.

We think that this is playing a part in enhancing the creative activity of engineers and in the final analysis in further improving production efficiency.

Any kind of search for ways to improve people's working efficiency in general, and middle-echelon workers in particular, and to save some of them from moral "deafness," is not only useful but essential. It is an old truth that a person will have a highly moral attitude toward labor when he is offered the kind of conditions that do not permit him to have an immoral attitude.

COPYRIGHT: Izdatel'stvo "Nauka", "Ekonomika i organizatsiya promyshlennogo proizvodstva", 1981

9642
CSO: 1828/35

EDUCATION

DEFICIENCIES IN KAZAKH RURAL KINDERGARTEN WIDESPREAD

[Editorial Report] Alma-Ata QAZAQSTAN AYELDERI in Kazakh No 10, October 1981 carries on page 19 a 1,200-word article by K. Almanova on kindergartens in Balkhash Rayon of Alma-Atinskaya Oblast. The party and the government have, through special resolutions, increased the amount of funds set aside for construction of children's institutions in recent years to improve access to kindergarten education. Therefore, Almanova thought it logical to expect that kindergarten institution operations will attain needed levels. However, a tour around Balkhash Rayon showed Almanova that actual conditions in rural kindergartens were far from ideal. She uncovered a deficiency of trained kindergarten educators, poor work discipline at some institutions with unexplained absences of trained cadres (already in short supply), overenrollment, shortages of pedagogical materials and equipment, semicompleted facilities, a complete lack of attention to kindergarten as educational institutions and an insensitivity towards "nationalities" children and their culture on the part of largely Russian instructors. The author noted that children in many institutions were lethargic and that they seemed to be learning little. Moreover, she decried inattention to dealing with Kazakh children in their native language with the excuse that they "will forget it in a few years" and even less effort to teach them Russian. As a result, she seems to say, most of the Russian instructors of the kindergarten seem unable to deal with "nationalities" children at all, either in their native language, which the instructors don't speak, or in Russian, which the children are not being taught. This seemed to be the primary reason for the lethargy she so often observed.

9857

CSO: 1832/1058

END

END OF

FICHE

DATE FILMED

Feb 18, 1982